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Background Paper 23

RECORDING AND DATA SYSTEMS IN
SUPPORT OF A CANADIAN SKILL
DEVELOPMENT LEAVE PROGRAM

Keith E. Glancy

Skill Development Leave Task Force

Background
Paper



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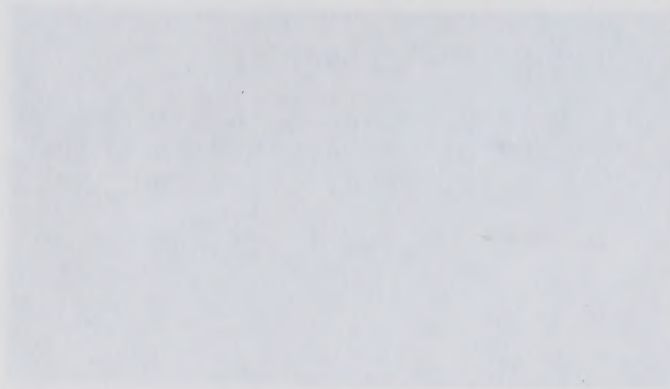
**RECORDING AND DATA SYSTEMS IN
SUPPORT OF A CANADIAN SKILL
DEVELOPMENT LEAVE PROGRAM**

Keith E. Glancy

**Council on the Continuing
Education Unit**

March 1983

This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.



Council on the Environment
Education Unit



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RECORDING AND DATA SYSTEMS
IN SUPPORT OF A
CANADIAN SKILL DEVELOPMENT LEAVE PROGRAM

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Abstract

Credentialing is the most practical method of exchanging information about the educational accomplishments of individuals. For those educational activities for which academic credit is not available, the continuing education unit (CEU) offers the best measurement and recording system. The adoption of the CEU and the establishment of a Central Data Bank to maintain the records of CEU earned in the Canadian Skill Development Leave Program are recommended. It is also recommended that the Central Data Bank approve the providers of skill development programs and assume responsibility for the quality control and program oversight functions. The final recommendation is that a system for evaluating and counseling potential program participants be established and supported by the Skill Development Leave Program.

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Education and the Workforce

"There is today a growing awareness that we are in the midst of a dramatic lurch forward in our economic and technological history. We are entering what is variously described as the Information Age or Knowledge Age. . . . It should be equally clear that, to a degree unprecedented in history, our economic growth will be determined by the strength of our educational system. Knowledge will be our most precious resource, and a better educated workforce will be the prerequisite for future economic vitality." (6)

Today, change is accepted as the norm. What that means to each of us as individuals is not so clear. Dave calls for us to learn to adapt.

"In view of the ubiquity of change, the fundamental goal of lifelong education is people who can adapt. This requires an education that, even in times of rapid change, permits them to organize knowledge, to choose values, to communicate with others and through their vocation to contribute to society and assume its various roles." (6, p. 347)

It is no longer generally accepted that life is divided between education and work, with little chance of returning to education once work has begun. Advancing technology and the entrance into the era of communications has given ample evidence that work and education must be concurrent activities for all professionals, paraprofessionals, and most skilled workers. Even unskilled workers may find it necessary to obtain some basic coping skills to operate effectively in our society at a mere subsistence level. Frey points out:

"The problem of structural unemployment is compounded when we recognize that competition for jobs today is more intense among unskilled and inexperienced youths. Unless we can begin now to prepare these young people for the jobs of the future, in ten to 20 years we will have a glut of chronically unemployed and under-employed middle-aged workers -- with all of the attendant economic and social problems." (6)

As the differences between work and education are becoming blurred, so too are the differences between continuing or recurrent education and training; between credit and noncredit education; and between formal and informal learning. When such distinctions are not clear, it becomes even more important to have a system that will provide the information needed to evaluate and understand the educational and experiential background of

the individuals who wish to join the work force or change their position within it.

"The fundamental idea underlying the argument in favour of recurrent education is to be found in the introduction of a policy linking the concept of the 'deferred right to education' to the widespread application of the right to educational leave. It is a policy such as this that would offer individuals a genuine opportunity of undergoing training whenever they see fit." (1)

The concept of a Skill Development Leave Program, incorporating both the ideas of adjusting the emphasis to meet current economic needs and the precept of educational entitlement, as it is outlined by Kurland, (8) would provide several desirable features. The major advantages of the program, in addition to its direct learning objectives, would be:

1. It could be used for a broad range of educational activities including testing and counseling, tuition and fees, textbooks and educational materials, and it would provide maintenance and financial support for the individual while involved in education or training.
2. It would provide direct encouragement for a large portion of the population to become involved in education, especially that portion not now participating in our present system of recurrent education.
3. It would emphasize the government's policy position that recurrent education holds a high priority by offering the necessary incentives to encourage and make possible participation by all citizens on an age-neutral basis. It would also tend to de-emphasize the stress on the education of youth.
4. It would provide funds to be used at the discretion of the

individual worker. The education and training remains voluntary and the individual does not feel forced to participate until he or she feels the need for further education or training.

5. It would not be "given" to the individual, but is a benefit that is "earned" and can be used accordingly.

"The fact that inadequate contemporary learning contributes to the deteriorating human condition and a widening of the human gap cannot be ignored. . . . Human potential is being artificially constrained and vastly underutilized -- so much so that for all practical purposes there appear to be virtually no limits to learning. (1)

The release of this potential for learning and the improvement in human productivity that is the anticipated result need only the encouragement that can come from such a program as the Skill Development Leave Program.

Credentialing and Records

Occasionally, an opinion is expressed that credentials are passé, that a person's competency should speak for itself. Most of us, however, have neither the time nor the skill to evaluate accurately a person's competency or his portfolio in a comprehensive manner. In our present world, credentials still provide the best method of exchanging information about the accomplishments and capabilities of an individual.

When we examine the concept of Skill Development Leave, and the documentation and data system that are required to support the program, we should consider these pertinent points:

1. Information on an individual's education/training accomplishments

needs to be transmitted from place to place and from organization to organization. Portability and transferability are essential, and each individual must have ready access to his or her own records.

2. Such information must provide a record of recurrent education and training at many levels and in many content areas.

3. The system for recording educational accomplishment must be as simple as possible so it can be readily understood by the varied individuals who have occasion to generate and peruse the records.

4. To supply the necessary information for the planning and operation of the program, data are required on the number of persons involved, the level and content of the training, the number in each type of education or training, the number who have completed the training and now have a specific competency, and, in all probability, all of this information will be needed on an individual as well as a cumulative basis.

5. The most expeditious method of providing this information on a continuously available basis is to use a standard measurement and reporting system; and to maintain a central data bank which will accumulate, analyze and distribute all of the information available on the training, recurrent education, and other non-degree education included in the Skill Development Leave Project.

A college or high school transcript verifies the background of the individual in the academic area. Several years ago the continuing education unit (CEU) was introduced to provide a similar official record and verification system for non-collegiate or noncredit educational and training experiences. The CEU has been adopted and is in use by a large number

of institutions and organizations, including several in Canada. Approximately 1,400 colleges and over 1,000 non-collegiate providers of recurrent education and training are reported to be awarding CEU.

The use of the CEU is not limited to traditional educational institutions, but it can be, and is, used with equal ease by any organization that provides a significant amount of training and continuing or recurrent education. This makes it possible to equate the records of educational activity and experiences provided by companies, colleges, technical schools, associations, and branches of the government. All such educational activities may now appear on a single record in the same format, in a form easily understood by workers or their employers. The CEU can be used by any organization which would be approved to provide an educational program as a part of the Skill Development Leave Program.

With the CEU, as with college credits, records are portable from one employer to another or from one part of the country to another. Sufficient detail is available to make it possible for an employer to evaluate the record. The system is simple enough to be easily and quickly understood. The criteria for awarding CEU are discussed in a later section, and the expanded definition and guidelines are outlined fully in a booklet available from the Council on the Continuing Education Unit. (4)

In Item 5 above we recommend the establishment of a Central Data Bank. A Central Data Bank or Skill Development Registry not only will be able to collect reports on individual activity and progress, but will also have a responsibility to determine that the training that is being recorded meets minimum quality standards before an organization is approved

as a provider of training and education and is permitted to incorporate its records into those of the Central Data Bank.

A team of competent individuals operating in conjunction with the Central Data Bank will be responsible for evaluating the procedures and the programs of each organization and determining its acceptability for participation in the Skill Development Leave Program. This will involve not only an evaluation of the actual course content but also the planning process used, the evaluation of the need for that program at the location involved, the methodology, the instructional equipment and materials involved, and the design for evaluating both the course and the instructors to assure an effective program. A later section will discuss the function of the Central Data Bank in more detail and will also speak to the criteria which should be used in approving or certifying the providers of recurrent education and training.

Mandatory or Voluntary Continuing Education

Activity in professional continuing education has been increasing steadily during the past few years, and for several professions recurrent education has been mandated either by legislative edict or by organizational membership requirements. While the desirability of professional continuing education is generally accepted, there is not universal agreement that it should be mandatory. Four major groups have an interest in mandatory continuing education: the general public; the professions; the educators; and the individual members of the profession. Several questions can be raised by each group concerning the objectives and administration of a mandatory system.

The public should raise such questions as: Who is responsible for safeguarding the public against incompetent professional practice? Will mandatory continuing education assure professional competency among practitioners? Who should be responsible for determining what continuing education is required? (10)

The profession, in turn, needs answers to the same questions, but should also ask: What constitutes competence? How is it measured? Does the profession agree on standards of good practice? What is the responsibility of the professional society?

The educator, representing the professional school that prepares the professional for his practice, also is concerned with similar questions: Can continuing professional education guarantee competent professional practice? Do all professionals need continuing education? What is the real purpose of mandating continuing professional education? Who will deliver continuing education if it is mandated?

Each of these questions relates directly to the practice of the individual professional who has some questions of his own to ask: Who determines what kinds of continuing education are approved? Does mandatory continuing education represent a significant erosion of leisure time and an invasion of personal life? Where will the continuing education activities be offered? Who will pay for continuing education activities?

Pennington and Moore (10) raise these and other questions and provide an excellent base from which to initiate a discussion of the merits of mandatory continuing and recurrent education.

The introduction of new legislation for mandatory continuing

education has slowed in the last two or three years while the present laws are being evaluated more thoroughly. While some statutes were passed precipitously and it was necessary to extend deadlines to make them fully operational, few such laws were actually rescinded completely. Apparently the mandatory aspects of continuing education are still attractive to many and the scope of its application is still on the increase.

Phillips (11) reports that in the U.S., twenty or more states now have continuing education requirements for relicensing accountants, nursing home administrators, optometrists, pharmacists, physicians and veterinarians.

Within the past few years, however, another trend has become evident. Associations, especially professional and technical societies, are taking an active interest in the professional continuing education that is available for their members. Many of them approve each course that is to be used to meet professional requirements, either for relicensure or membership. As a result, the societies have undertaken a significant task in monitoring and approving courses which has led to an improvement in the quality of the offerings for their members. The monitoring has succeeded in weeding out both the weaker courses and the weaker providers of continuing education and has encouraged others to plan programs more carefully.

An example of concern for its members is provided by the Ordre des ingenieurs de Quebec (see Appendix D) which is developing, in cooperation with several area universities and technical training institutions, a series of approved professional continuing education activities for the professional development of its member engineers. The continuing education unit will be used to provide official records for these educational activities.

Skilled and semi-skilled workers receive much of their recurrent education from in-house training programs provided by their employers. In recent years, organizational training programs have benefitted from the addition of professional trainers who are familiar with adult learning theories and processes of needs analysis, program development, methodology and evaluation. In many instances the company professional training staff is capable of providing better programs than can be mounted by the educational institutions to meet specific objectives.

On the other hand, most company or organizational training programs encompass only limited objectives relating to performance on the worker's present job or to preparation for a new process or operation. This view of training, while quite understandable, does not offer the broad selection of content required for the great number of workers and their multiplicity of personal objectives. The individual may be motivated to prepare himself for a position in an entirely new field and be willing to participate in the lengthy training that may be necessary to gain the required competency.

It should be emphasized that most of the professional continuing education and even much of the training is offered in programs of short duration -- one or two days or, at most, a week in length. While this may be appropriate for refreshing your command of a specific technique, it does not lead to the development of a significant competency in any new field. Blocks of time such as four or six months are necessary for this purpose and making such longer-term educational opportunities available should be the primary objective of the Skill Development Leave Program.

Emphasizing educational time-blocks of approximately four months

on a year-round basis offers several advantages:

1. The time period is sufficient to provide a significant learning experience within itself, or it can be combined with additional blocks when more complex skills or competencies must be assimilated.
2. A longer time period permits the establishment of definite goals and requirements for a higher level of competency.
3. Most medium- to large-sized organizations will be able to use a reasonable rotation system; that is, those returning from leave will replace those who are beginning their leave. Assignments will be known well in advance so the transfer of responsibilities can be made smoothly.
4. The providers of education will be able to schedule their programs on a year-round basis, keep staff occupied all year, and offer their programs to an expanded number of students in a cost effective manner.

Recurrent and continuing education is a growth area. The interest of the general population assures that growth. However, to provide an overall plan and to offer the necessary incentives for continuing education and training, the government has a responsibility for analyzing the areas of greatest need and for determining directions and priorities relating to the national interest. A system that provides incentives for an individual to continue his or her education, but does not mandate when or how it should be accomplished, will be most effective and result in the most efficient use of the funds expended.

Reports and Certification

To fulfill the requirements for professional continuing education, it is necessary for the individual to report officially on the educational activities that he has completed. This reporting may take several forms, but a single uniform system applicable to all individuals and providers is the most effective method of transferring and maintaining the information.

Educational records may be accumulated in several ways. Individuals may maintain a file of completion cards or certificates; organizations may send a letter to confirm completion of a program; or the provider organization may issue a formal transcript confirming the completion of the individual's training with that organization. It is also possible for a person to develop a portfolio of information and examples of his accomplishments. An alternative possibility is the use of the "Education Passport" or career passport. This comprehensive record that the individual can physically carry with him and present as needed may be a notebook with copies of documents or it may be in a microform format, either microfilm or microfiche. Although portable readers are available, reading a microform passport may pose a problem if the recipient does not have access to the proper equipment. On the other hand, collecting a portfolio of documents from a number of applicants can result in a storage and retrieval problem for an employer.

An example of a microform educational passport is one designed by Educational Testing Service. It is a billfold-sized microfiche card that can accommodate up to 24 pages of records on the film. Additional details concerning the hardware and software that are required are

available from ETS. (Appendix D)

When a standard unit of measurement is to be used across the country and apply to all types of organizations, it must be easily applied, easily transmitted, and easily interpreted. The concept of the measurement system must be clear to the student/participant, the instructor, the program director, and the potential users of the records, as well as to the data bank personnel charged with recording and obtaining information from the records that are submitted.

The continuing education unit (CEU) meets the requirements for an uncomplicated system that can be easily understood and applied and can be used for all types of continuing education not covered by the academic credit records used by colleges. The rules for applying the CEU to any formal noncredit educational activity are simple and easy to comprehend. Because of this simplicity, it can be understood easily by the student without lengthy orientation. The resulting records are also easily interpreted by the recipient of the records, be it the prospective employer or the Central Data Bank receiving reports from the many different providers.

The Continuing Education Unit

The continuing education unit is defined as:

TEN CONTACT HOURS OF PARTICIPATION IN AN ORGANIZED
CONTINUING EDUCATION EXPERIENCE UNDER RESPONSIBLE
SPONSORSHIP, CAPABLE DIRECTION AND QUALIFIED
INSTRUCTION. (4)

Each of the elements included in this definition is an integral part of the concept of the CEU.

Contact hours, based on a full sixty-minute hour, provide a recognizable base on which to calculate the number of CEU to be awarded. Since the CEU is based on a decimal system, hours may be translated into CEU with no difficulty. That is, a 24-hour course would be recorded as 2.4 CEU. Time periods of less than one hour are disregarded, being considered insignificant in the recording of a total educational experience.

Participation in an organized continuing education experience presupposes that a program is formally planned and presented and the student/participant is directly involved in the instruction. The definition does not rule out correspondence/directed self-study programs, but it does eliminate unsupervised self-study and life experiences as methods of earning CEU.

Responsible sponsorship and capable direction reflect the need to have a substantial organization or institution sponsoring a program and, in turn, assigning the direction and operation of the program to a professional educator/trainer who will provide effective needs analysis, content organization, course development, appropriate facilities and educational materials, and who will be responsible for effective evaluation of both the course and instructors, and, when needed, of the program participants.

Qualified instruction is a requirement for the issuing of CEU. Only programs involving contact between the student and instructor, either in a face-to-face situation or through correspondence or other types of communication, are included in the CEU concept. Normally, the instructor/leader is selected by the planning committee or the program director. Competency in the subject matter to be presented, an

understanding of adult teaching techniques, and the ability to transmit the knowledge the instructor possesses become the prime requirements for a qualified adult teacher.

The continuing education unit was initiated with the primary purpose of providing the individual participant in continuing and recurrent education with a permanent and official record of his or her educational accomplishments outside of the formal collegiate program. It is designed to be used by all providers of continuing education, recurrent education, and training.

Individual CEU records, generated by the sponsoring provider, are to be maintained permanently by the provider (or by the Central Data Bank), and are to be made available to the individual student upon request at any time in the future, similar to a college transcript.

A secondary objective for the CEU is to provide a standard unit with which quantities of continuing education or training can be measured and tabulated, and can be compared on an equivalent basis with reports from other sources. The data accumulated on an organization's programming, for instance, will be comparable to that compiled the previous year, and it can be used for direct comparison of the size of the program, the cost of each program activity, and for fiscal projections and budget estimates for future programs.

A parallel objective is to make possible the collection of reports on a Provincial, regional or national basis in a form that can be directly compared with information received from a variety of other sources or from previous surveys. The National Center for Educational Statistics in Washington has curtailed the collection of information about adult and

continuing education to a minimum because the data previously obtained did not have a uniform base and were therefore not comparable from institution to institution or from year to year. The use of the CEU by a majority of the institutions will make possible the resumption of data collection by NCES with the probability of more usable results.

The CEU is not to be used for any program for which college credit is awarded. It does not become involved, therefore, with the normal academic records relating to degrees, but is complementary since it takes over where the credit-awarding system stops. The CEU is defined in terms of quantity of educational experience but is completely compatible with the evaluation of student competency or accomplishment. The measurement of accomplishment may be recorded as a grade or as a per cent, as a pass or fail, or may indicate that a standard level of competency has been demonstrated. The program development process for CEU programs should include the design of the evaluation process to be followed and the method to be used in recording the student evaluation.

Criteria have been established for the use of the CEU. These criteria apply both to the sponsoring organization (provider) and to each individual program offered. A revised edition of the "CEU Criteria and Guidelines" is now being prepared and will be available early in 1984, but it will not change the concept of the CEU; rather, it will clarify and ~~expand~~ the supporting material. It is also planned that the revised edition will be translated into French and, later, into Spanish.

To award CEU, an organization must have an identifiable educational arm with designated professional staff. For the purpose of the Skill

Development Leave Program, this should be interpreted to mean that the institution or organization has been approved as a "provider."

The organization must maintain administrative control of the programs it sponsors and ensure that all educational objectives have been met for its programs. It must also accept responsibility for establishing and maintaining (or reporting to the Data Bank) permanent records for each individual to whom CEU are awarded.

The sponsoring organization is expected to provide administrative support for the educational arm or department. This would include providing appropriate educational facilities, reference and instructional materials and equipment, and necessary audio-visual equipment and instructional aids. It also includes fiscal and personnel supervision and other general administrative services.

Criteria for each individual program are based on standards of good practice and include requirements for needs assessment, comprehensive planning (including participation by representatives of the student/client group), preparation of a statement of objectives, selection of level and scope of content, selection of appropriate qualified program leaders/instructors, specified performance levels, and a process of evaluation for both the program and, when appropriate, the participants.

In integrating the CEU system with programs which offer college credit, it must be emphasized that a student should not be awarded both college credit and CEU for the same educational experience. It is essential that the administrators of the programs understand the CEU and how it differs from credit, and that the records of educational experience be as complete and precise as possible to avoid any chance of misinterpretation

by those using the records.

The use of the continuing education unit incurs no liability for a royalty or other payments for its use. However, a copy of the "CEU Criteria and Guidelines" should be available to each provider organization as a reference. Membership in the Council on the CEU is optional and is not required before a provider organization can award CEU, but it may be of interest to organizations providing a substantial amount of continuing and recurrent education.

Central Data Bank

The use of the CEU in the United States has brought to light one problem of inconvenience for the student participants. Their CEU records are maintained by the sponsoring agency, and when they receive their educational experiences from a variety of sources they must, in turn, obtain a record from each of the sponsors of their training. This problem has been solved to a limited extent by the American College Testing Program's National Registry Service (Appendix D) which provides a permanent record service for several organizations and institutions. A similar service is available to CEU providers from Educational Testing Service and, more recently, from the American Council on Education (Appendix D).

This problem can be eliminated in the Skill Development Leave Program by establishing a Central Data Bank or Skill Development Leave Bank which will accumulate records from all of the institutions and organizations providing noncredit education or training and will incorporate them into a single record for the individual student. In Puerto Rico, for example, the Department of Health and the Medical Sciences Campus of the University

of Puerto Rico have cooperated to maintain a central data system to provide current records for all physicians and other health service personnel (Appendix D). Continuing education is mandated by law in Puerto Rico for health professionals and the CEU is used to record the educational experiences.

No data bank is known to exist in Canada at the present time. The establishment of a Central Data Bank will not only provide a needed service for providers of recurrent education but will also form the base for statistical information on a national basis. This in turn will make feasible the establishment of an office responsible for coordinating and encouraging research and recommending education policy. It is anticipated that records of degree-oriented academic credit would remain the responsibility of each academic institution.

Establishing a Central Data Bank will involve a significant cost, but will have advantages which should outweigh these costs and conceivably may be less expensive than alternate activities which will otherwise be necessary. The Central Data Bank obviously provides not only information about the individual student but it also includes detailed quantitative data on numbers of individuals involved, time and effort expended, numbers of provider organizations participating, numbers of students enrolled in specific skill areas and the number that have completed requirements in each skill area. Such data are necessary for the ongoing planning and projection process by which priorities in the Skill Development Leave Program are adjusted from year to year to meet changing needs for trained personnel. Obtaining this data in other ways would in all probability be more costly than maintaining the Central Data Bank with its readily

accessible information.

The Central Data Bank will become fully operational on a gradually increasing basis because the entitlement available to individuals to fulfill their recurrent educational needs will be limited at the beginning. A rough estimate is that few records will be generated during the first year of operation, probably less than 100,000 for the next two years, and about 200,000 to 300,000 per year after five or six years of operation. At that point workers will have accumulated ten to twelve weeks of educational eligibility and the program will be approaching its optimum operating level. This number of entries should be well within the capabilities of the Bank. For comparison, the American Management Associations (Appendix D) have added about 100,000 entries annually to the computer records for CEU earned in courses which they sponsor.

In qualitative terms, the Data Bank can provide information concerning the number of students entering a program compared with the number completing it, the number of students employed after completing a program, and other appropriate data as reported by the providers. The Bank should also have responsibility for summarizing and analyzing data on program evaluations.

Another function of the Central Data Bank or Skill Development Leave Bank will be to certify the "providers" chosen to offer recurrent education and training programs. Approval or certification may be a primary responsibility of the Provinces, with the Central Data Bank acting only in unusual circumstances. In any event, a set of criteria to be used in this approval process should be available from and supervised by the Central Data Bank.

At this time no generally accepted standards exist that apply to providers of recurrent education and training in all types of institutions and organizations. A project sponsored by the Council on the CEU is currently developing such a set of standards, with the final report expected from the project task force by the end of 1983. The recommendations in this report should serve as a basis for developing the standards of good practice to be used in certifying organizations for participation in the Skill Development Leave Program. An interim report of this standards project is available. (3)

This comprehensive set of standards of good practice for providers of continuing education and training will relate to such areas as administration and organization, goals and objectives of the program, fiscal resources, content development, educational methods and materials, instructional staff, enrollment procedures, facilities, evaluation, promotion/publicity, records and reports, refunds, and ethical conduct of the providers and their staff members. These standards can then be used as guidelines for approving providers and will also assist providers in judging and maintaining the quality of their operations. This function can be administered most effectively as a part of or as an adjunct activity of the Central Data Bank in cooperation with Provincial Councils.

Evaluation

Evaluation, an area often overlooked in a discussion of recurrent education and training, must not be slighted if the effectiveness of the Skill Development Leave Program is to be assessed in a realistic manner. Not only should the government provide guidelines, probably through the

Central Data Bank, for the evaluation of both programs and participants by the providers, but also specific information should be requested about programs and students which will enable the administrator of each program to assess the effectiveness of his program. A comprehensive statement on program objectives and evaluation procedures must be provided at the national level as appropriate guidance for the program coordinators and directors involved in the Skill Development Leave Program.

Student Counseling

"There are only limited places adults in most communities can go for educational and career counseling. Counseling can help individuals make better choices among available opportunities or assist them in getting opportunities that may not otherwise be provided. Making the right choice means that the individual uses time and money to better advantage and the providing institution has its resources used more productively." (9)

Often overlooked when training programs are planned is the problem of providing guidance to the prospective students. Each program is designed for students with a specific background or level of previous education or experience. An individual who has not reached that level will have difficulty in mastering the material and is at high risk in terms of possible failure. Involving this individual in training when failure is likely will not only have a deleterious effect on the student but also is a potential waste of training funds. These funds would be used more effectively to bring the student up to the level required to enter the program with the proper background and with an improved probability of completing the course successfully.

"Developing qualified people to be counselors and making their services conveniently available will do as much as any other single step to make lifelong learning a reality." (7)

Kurland elaborates on this need for a strong counseling and career information system:

"A key factor in the success of the educational entitlement program will be the availability to each individual of current, accurate information on what educational opportunities are available to him in his community or elsewhere. Closely related to the need for information is the counseling services that can help an individual identify his specific learning needs and determine where they can best be met. The counselor should also help individuals get the services they need and even, where circumstances warrant, serve as an advocate for the student." (8)

Provision must be made, therefore, for a comprehensive program of counseling and pretesting to determine that a student entering a program has a reasonable expectation and capability of benefiting from the education or training. Most colleges or technical institutes are prepared to provide this counseling for their own students. Special provision must be made, however, to assure that students opting for educational experiences with other organizations have access to a similar service. It may be made available through the efforts of some of the non-collegiate providers, but other providers may have no counseling staff available. Colleges or other organizations should be subcontracted to provide the necessary evaluation of the potential students for the providers in their vicinity whose students need that service. In a few instances, other alternatives may be required to assure the availability of this essential service.

Outline of Central Data Bank Responsibilities

The Canadian government, probably through Employment and Immigration Canada, should establish a Central Data Bank for the Skill Development Leave Program. This data bank may be operated as a function of a department of the government, or it may be contracted to a private organization. Obviously, the availability of significant computer capability, and the expertise to operate it, is a prime requisite.

The major purposes of the Central Data Bank will be to:

1. Collect and maintain records on all noncredit education and training supported by or involved with the Skill Development Leave Program.
2. Adopt and supervise the use of the Continuing Education Unit as the standard unit of measurement for the records of educational activities that will be recorded in the Central Data Bank.
3. Monitor the appropriate use of the CEU and the record keeping systems of the providers of education and training.
4. Issue criteria and standards by which potential providers can be selected and certified for participation in the program.
5. Maintain and publish a list of all institutions and organizations certified as providers within the Skill Development Leave Program.
6. Establish a research program designed to provide the necessary information to each Provincial Council concerning the number of individuals now in training for each job, position, or specialty area, along with the numbers of those who have completed each

area of training.

7. Provide names of those with special competencies when a geographical imbalance occurs with skilled workers available in one Province and a need for workers with those skills in another location.
8. Monitor the programs in progress, review evaluations and report regularly on any problem areas that become evident.

Student records should be submitted to the Central Data Bank at the end of each training session by the provider organizations on a standard form similar to the suggested "Report of Course Completion" shown in Appendix A. Also, a suggested format for the permanent record form, or computer printout, for the individual student is shown in Appendix B.

Summary of Recommendations

1. A CENTRAL DATA BANK SHOULD BE ESTABLISHED TO MAINTAIN STUDENT RECORDS OF NONCREDIT EDUCATION AND TRAINING AND TO PROVIDE AN INFORMATION BASE TO ASSIST IN ESTABLISHING YEAR-TO-YEAR PRIORITIES FOR THE SKILL DEVELOPMENT LEAVE PROGRAM.
2. THE CONTINUING EDUCATION UNIT (CEU) SHOULD BE ADOPTED AS THE STANDARD OF MEASUREMENT TO BE APPLIED TO ALL NONCREDIT EDUCATION AND TRAINING IN THE SKILL DEVELOPMENT LEAVE PROGRAM.
3. THE RESPONSIBILITY FOR CERTIFYING PROVIDERS OF EDUCATION AND TRAINING WITHIN THE SKILL DEVELOPMENT LEAVE PROGRAM SHOULD BE ASSIGNED TO A UNIT WITHIN THE CENTRAL DATA BANK. THE PROVIDERS OF EDUCATION AND TRAINING SHOULD BE APPROVED OR CERTIFIED ON THE BASIS OF CRITERIA ESTABLISHED BY THE CENTRAL DATA BANK AND APPROVED BY ITS BOARD OF DIRECTORS.
4. THE QUALITY CONTROL AND PROGRAM OVERSIGHT FUNCTION SHOULD BE ASSIGNED TO A UNIT WITHIN THE CENTRAL DATA BANK AND AN ON-GOING EVALUATION PROCEDURE SHOULD BE ESTABLISHED TO MONITOR THE EFFECTIVENESS OF ALL OF THE ELEMENTS OF THE SKILL DEVELOPMENT LEAVE PROGRAM.
5. A SYSTEM FOR EVALUATING AND COUNSELING POTENTIAL PROGRAM PARTICIPANTS SHOULD BE ESTABLISHED TO ASSIST IN MATCHING POTENTIAL STUDENTS WITH SPECIFIC PROGRAMS AND THEREBY INCREASE THE EDUCATIONAL IMPACT AND THE COST EFFECTIVENESS OF THE PROGRAM.

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APPENDIX A

Report of Course Completions

SKILL DEVELOPMENT LEAVE PROGRAM

Report of Course Completions

Organization or
Institution _____ Provider No. _____

Division, Department
or Other Unit _____

Address _____

Course or
Program _____

Course
Coordinator _____ Tel. No. _____

Location of Course or Program:

City or
Institution: _____

Number of Contact Hours _____	Number of CEU Awarded to each student _____
----------------------------------	--

Starting Date _____	Ending Date _____
------------------------	----------------------

Brief Description of Program:

[illegible]

Course Instructor _____

Program Director
or Coordinator

Date Submitted _____

APPENDIX B

Permanent Record Form

SKILL DEVELOPMENT LEAVE PROGRAM
CENTRAL DATA BANK

(address)

Student Name	Rowe, Susan D.	I. D. No.	323-043-759		
Address	711 Donlands Avenue, Toronto, Ontario M4J 3S4				
(Provider Organization) Course No.	Title	Date Completed	Evaluation	Contact Hours	CEU Awarded
(Calgary Technical Institute) SEC 1013	Basic Data Processing	6/6/84	Comp.*	64	6.4
(Toronto Business College) ENG 128A	Advanced Office Correspondence	10/24/84	B	48	4.8

* Exceeded minimum competency level established for this course.

APPENDIX C

General Information

on the

Continuing Education Unit



Council on the Continuing Education Unit

THE CONTINUING EDUCATION UNIT

GENERAL INFORMATION

Definition: One continuing education unit is defined as ten contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction, and qualified instruction.

Purpose: The primary purpose of the CEU is to provide a permanent record of the educational accomplishments of an individual who has completed one or more significant non-credit educational experiences.

Council on the CEU: The Council on the CEU is a non-profit federation of education and training organizations and individuals devoted to the constructive and consistent use of the continuing education unit and to the improvement of the quality and effectiveness of continuing education, training and human resource development. Its major objectives are: (1) To promote the development, interpretation and dissemination of the best methods, standards and ideals for the use of the CEU; and (2) To assist in strengthening educational and professional standards in the field of continuing education, training and human resource development.

FREQUENTLY ASKED QUESTIONS

How Can Our Organization Become Authorized To Award CEU?

Approval by the Council is not required for an organization or institution to award CEU. CEU may be awarded by a college, association, company, hospital, agency or other organization that is willing and able to meet each of the criteria established for the use of the CEU. There are criteria relating to the sponsorship of the educational activity and additional criteria relating to the specific program being considered. Note that use of the CEU requires that a permanent record be established for each individual to whom CEU are awarded, and that a transcript of that record must be made available upon request. (See the last item on the next page for information on how to order copies of the CEU Criteria and Guidelines.)

How Can We Get Our Courses Approved For CEU?

It is not necessary to secure approval for individual courses or programs. Once an organization has fulfilled the criteria, it awards its own CEU for courses which meet the guidelines.

What Is The Cost Of Awarding CEU?

There is some minor cost involved in establishing the system for awarding CEU and in the maintenance of the permanent records and the issuing of transcripts. These are usually nominal costs which can be included in the departmental budget or, if necessary, included in the fees charged to the participants. Other costs are related to the development, staffing and presentation of a quality continuing education program. No charge is made by the Council when an organization wishes to award CEU.

Can You Tell Us Which Colleges Give Credit For CEU?

Since by definition the CEU relates only to non-credit continuing education, it is not appropriate to consider CEU in connection with academic credit.

When Should CEU Be Awarded?

A common mistake is made in awarding CEU for too many programs. Only those programs that are rigorous enough and long enough to be a significant educational experience and for which a permanent record will be meaningful should be included in your CEU program.

Can We Award CEU For Attendance At Our Annual Conference?

The organization of the content and format of an annual conference does not normally meet the requirements for the awarding of CEU.

How Many CEU Should Be Awarded For A Program?

One CEU is awarded for each ten clock hours of instruction involved in the program. Instructional clock hours do not include time involved in coffee breaks, meals, social activities or business and committee meetings.

Can We Award CEU For Our Inservice Training Programs?

Those programs that impart general or technical information which is applicable to the professional or technical field and will be of value wherever the individual is employed are appropriate for the awarding of CEU. Programs that relate to organizational procedures and policies are not eligible for CEU.

Who Keeps The Permanent Records Of CEU Awarded?

The maintenance of permanent records is the responsibility of the institution or organization presenting (sponsoring) the program. These records must be maintained separately from course attendance records and, in most cases, from personnel records. If you wish to purchase this service, contact: The ACT National Registry Service, The American College Testing Program, P. O. Box 1008, Iowa City, Iowa 52243, phone (319) 337-1353; or Passport Registry, Educational Testing Service, Princeton, New Jersey 08541, phone (609) 921-9000.

Who Can Become A Member Of The Council On The CEU?

Any individual interested in the CEU may become a member, and any organization or institution involved with continuing education is encouraged to apply for membership. The criteria for membership are outlined in the Council brochure which is available from the Council (see address below).

Who Can Use The Logo Of The Council?

The logo or certification mark of the Council is reserved for the use of the Council and the institutional members of the Council. The logo may not be used by other members of the Council or by those outside the Council.

Can We Subscribe To The Council Newsletter?

The CCEU Reporter is distributed regularly only to members of the Council. Copies are sent occasionally to those who have shown an interest in the Council.

How Can We Obtain Copies Of The CEU Criteria And Guidelines?

Copies are available at \$5.00 each from the Council. Make checks payable to the Council on the CEU. Postage is included in the cost. Send your order to:

Council on the CEU
13000 Old Columbia Pike
Silver Spring, Maryland 20904

APPENDIX D

Sources of Special Information

Michael W. Ham
Assessment Programs Division
AMERICAN COLLEGE TESTING PROGRAM
P. O. Box 168
Iowa City, Iowa 52243
Tel.: (319) 337-1353

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Associate Director
Office on Educational Credit and Credentials
AMERICAN COUNCIL ON EDUCATION
One Dupont Circle, N. W., Suite 20
Washington, D. C. 20036
Tel.: (202) 833-4685

Dr. John W. Enell
Vice President
AMERICAN MANAGEMENT ASSOCIATIONS
135 West 50th Street
New York, New York 10020
Tel.: (212) 903-8160

Dr. Keith E. Glancy
Executive Secretary
COUNCIL ON THE CONTINUING EDUCATION UNIT
13000 Old Columbia Pike
Silver Spring, Maryland 20904
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Area Director - Research Projects
EDUCATIONAL TESTING SERVICE
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